Senate



General Assembly

File No. 355

February Session, 2008

Substitute Senate Bill No. 39

Senate, April 1, 2008

The Committee on Planning and Development reported through SEN. COLEMAN of the 2nd Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

AN ACT CONCERNING RESPONSIBLE GROWTH.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- Section 1. (NEW) (*Effective July 1, 2008*) As used in sections 2 and 3 of this act:
- 3 (1) "Development of regional significance" means a construction
- 4 project that is planned to create, or a renovation or expansion project
- 5 that is planned to result in, more than (A) two hundred fifty thousand
- 6 square feet of indoor commercial or industrial space, (B) two hundred
- 7 fifty residential housing units that are less than four stories, or (C) five
- 8 hundred parking spaces; and
- 9 (2) "Responsible growth principles" means the use of land and 10 resources to enhance the long-term quality of life for citizens of the
- state and future generations by (A) protecting open space, farmlands
- 12 and historic sites, (B) cleaning up and reusing brownfields, (C)
- 13 encouraging growth and real estate development to areas served by

14 existing infrastructure, (D) promoting development of housing,

- 15 including affordable housing, in proximity to existing highways and
- sewers, (E) revitalizing cities, (F) preserving the unique charm of the
- state, (G) developing pedestrian or other nonmotorized transportation,
- 18 and (H) building livable, economically strong communities while
- 19 protecting our natural resources.
- Sec. 2. (NEW) (Effective July 1, 2008) (a) There shall be a Responsible
- 21 Growth Cabinet which shall consist of the Secretary of the Office of
- 22 Policy and Management, the Commissioners of Economic and
- 23 Community Development, Environmental Protection, Agriculture,
- 24 Transportation and Public Health, or their designees, and the executive
- 25 directors of the Connecticut Housing Finance Authority and the
- 26 Connecticut Development Authority, or their designees. The Secretary
- 27 of the Office of Policy and Management, or the designee of the
- 28 secretary, shall be the chairperson of the cabinet.
- 29 (b) The cabinet shall advise the Governor on policies and initiatives
- 30 to implement responsible growth principles and review developments
- of regional significance in accordance with the provisions of section 3
- 32 of this act.
- 33 Sec. 3. (NEW) (Effective January 1, 2009) (a) Before issuing a state
- 34 permit or providing state financial assistance of more than five
- 35 hundred thousand dollars in connection with a development of
- 36 regional significance, a state agency shall refer the development for
- 37 review to the Responsible Growth Cabinet, established under section 2
- 38 of this act. The cabinet may invite the developer to the next meeting of
- 39 the cabinet to make a presentation on the development and answer
- 40 questions asked by the members of the cabinet. Such meeting shall be
- open to the public and notice of such meeting shall be in accordance
- with section 1-225 of the 2008 supplement to the general statutes. Not
- more than thirty days after the meeting, the cabinet shall provide written comments to the developer on the consistency of the
- 45 development with the principles of responsible growth. Such
- 46 development with the principles of responsible growth. Such

46 comments may include (1) specific recommendations to strengthen the

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47 consistency of the development with responsible growth principles, 48 and (2) a recommendation whether it would be in the public interest 49 for state agencies to coordinate the review and issuance of permits for 50 the development and, if it is in the public interest, whether such 51 development should receive state financial assistance. The comments 52 shall also be sent to the regional council of elected officials, the 53 regional council of governments or the regional planning agency of the 54 planning region impacted by the development, the Departments of 55 Education and Higher Education, the Connecticut Commission on 56 Culture and Tourism, the Office of Workforce Competitiveness and 57 any other state agency that the cabinet finds may be impacted by, in a 58 position to directly assist, or required to approve some aspect of the 59 development.

- (b) The meeting, process and agenda and comments provided in this section shall not be construed to constitute a decision or approval of a state agency. Any action of the cabinet under this section may not be appealed and only parties described in this section may intervene in any meeting held under this section.
- (c) The minutes of any meeting held under subsection (a) of this section shall be sent to the regional council of elected officials, the regional council of governments or the regional planning agency of the planning region impacted by the development, the Departments of Education and Higher Education, the Connecticut Commission on Culture and Tourism, the Office of Workforce Competitiveness and any other state agency that the cabinet finds may be impacted by, in a position to directly assist, or required to approve some aspect of the development.
- Sec. 4. Subsection (a) of section 8-2 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2008,* and applicable to regulations adopted on or after July 1, 2008):
 - (a) The zoning commission of each city, town or borough is authorized to regulate, within the limits of such municipality, the height, number of stories and size of buildings and other structures;

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the percentage of the area of the lot that may be occupied; the size of yards, courts and other open spaces; the density of population and the location and use of buildings, structures and land for trade, industry, residence or other purposes, including water-dependent uses as defined in section 22a-93, and the height, size and location of advertising signs and billboards. Such bulk regulations may allow for cluster development as defined in section 8-18. Such zoning commission may divide the municipality into districts of such number, shape and area as may be best suited to carry out the purposes of this chapter; and, within such districts, it may regulate the erection, construction, reconstruction, alteration or use of buildings or structures and the use of land. All such regulations shall be uniform for each class or kind of buildings, structures or use of land throughout each district, but the regulations in one district may differ from those in another district, and may provide that certain classes or kinds of buildings, structures or uses of land are permitted only after obtaining a special permit or special exception from a zoning commission, planning commission, combined planning and zoning commission or zoning board of appeals, whichever commission or board the regulations may, notwithstanding any special act to the contrary, designate, subject to standards set forth in the regulations and to conditions necessary to protect the public health, safety, convenience and property values. Such regulations shall be made in accordance with a comprehensive plan and in adopting such regulations the commission shall consider the plan of conservation and development prepared under section 8-23 of the 2008 supplement to the general statutes. No regulation or boundaries of a zoning district that are inconsistent with the plan shall be effective unless the legislative body of the municipality approves such regulation. The determination of inconsistency with the plan shall be made by the planning commission or combined planning and zoning commission and may not be appealed. Such regulations shall be designed to lessen congestion in the streets; to secure safety from fire, panic, flood and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land [; to avoid undue

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concentration of population] and to facilitate the adequate provision for transportation, water, sewerage, schools, parks and other public requirements. Such regulations shall be made with reasonable consideration as to the character of the district and its peculiar suitability for particular uses and with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout such municipality. Such regulations may, to the extent consistent with soil types, terrain, infrastructure capacity and the plan of conservation and development for the community, provide for cluster development, as defined in section 8-18, in residential zones. Such regulations shall also encourage the development of housing opportunities, including opportunities for multifamily dwellings, consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region in which the municipality is located, as designated by the Secretary of the Office of Policy and Management under section 16a-4a. Such regulations shall also promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and shall encourage the development of housing which will meet the housing needs identified in the housing plan prepared pursuant to section 8-37t and in the housing component and the other components of the state plan of conservation and development prepared pursuant to section 16a-26. Zoning regulations shall be made with reasonable consideration for their impact on agriculture. Zoning regulations may be made with reasonable consideration for the protection of historic factors and shall be made with reasonable consideration for the protection of existing and potential public surface and ground drinking water supplies. On and after July 1, 1985, the regulations shall provide that proper provision be made for soil erosion and sediment control pursuant to section 22a-329. Such regulations may also encourage energy-efficient patterns of development, the use of solar and other renewable forms of energy, and energy conservation. The regulations may also provide for incentives for developers who use passive solar energy techniques, as defined in subsection (b) of section 8-25 [. The incentives may] of the 2008 supplement to the general

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statutes, provided if the commission adopts such regulations, the regulations shall include, but not be limited to, cluster development, higher density development and performance standards for roads, sidewalks and underground facilities in the subdivision. Such regulations may provide for a municipal system for the creation of development rights and the permanent transfer of such development rights, which may include a system for the variance of density limits in connection with any such transfer. Such regulations may also provide for notice requirements in addition to those required by this chapter. Such regulations may provide for conditions on operations to collect spring water or well water, as defined in section 21a-150, including the time, place and manner of such operations. No such regulations shall prohibit the operation of any family day care home or group day care home in a residential zone. Such regulations shall not impose conditions and requirements on manufactured homes having as their narrowest dimension twenty-two feet or more and built in accordance with federal manufactured home construction and safety standards or on lots containing such manufactured homes which are substantially different from conditions and requirements imposed on single-family dwellings. dwellings and lots containing single-family regulations shall not impose conditions and requirements on developments to be occupied by manufactured homes having as their narrowest dimension twenty-two feet or more and built in accordance with federal manufactured home construction and safety standards which are substantially different from conditions and requirements imposed on multifamily dwellings, lots containing multifamily dwellings, cluster developments or planned unit developments. Such regulations shall not prohibit the continuance of any nonconforming use, building or structure existing at the time of the adoption of such regulations. Such regulations shall not provide for the termination of any nonconforming use solely as a result of nonuse for a specified period of time without regard to the intent of the property owner to maintain that use. Any city, town or borough which adopts the provisions of this chapter may, by vote of its legislative body, exempt municipal property from the regulations prescribed by the zoning

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commission of such city, town or borough; but unless it is so voted municipal property shall be subject to such regulations.

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- Sec. 5. Subsection (a) of section 8-25 of the 2008 supplement to the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2008, and applicable to regulations adopted on or after July 1, 2008*):
- (a) No subdivision of land shall be made until a plan for such subdivision has been approved by the commission. Any person, firm or corporation making any subdivision of land without the approval of the commission shall be fined not more than five hundred dollars for each lot sold or offered for sale or so subdivided. Any plan for subdivision shall, upon approval, or when taken as approved by reason of the failure of the commission to act, be filed or recorded by the applicant in the office of the town clerk not later than ninety days after the expiration of the appeal period under section 8-8 of the 2008 supplement to the general statutes, or in the case of an appeal, not later than ninety days after the termination of such appeal by dismissal, withdrawal or judgment in favor of the applicant but, if it is a plan for subdivision wholly or partially within a district, it shall be filed in the offices of both the district clerk and the town clerk, and any plan not so filed or recorded within the prescribed time shall become null and void, except that the commission may extend the time for such filing for two additional periods of ninety days and the plan shall remain valid until the expiration of such extended time. All such plans shall be delivered to the applicant for filing or recording not more than thirty days after the time for taking an appeal from the action of the commission has elapsed or not more than thirty days after the date that plans modified in accordance with the commission's approval and that comply with section 7-31 are delivered to the commission, whichever is later, and in the event of an appeal, not more than thirty days after the termination of such appeal by dismissal, withdrawal or judgment in favor of the applicant or not more than thirty days after the date that plans modified in accordance with the commission's approval and that comply with section 7-31 are delivered to the

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commission, whichever is later. No such plan shall be recorded or filed by the town clerk or district clerk or other officer authorized to record or file plans until its approval has been endorsed thereon by the chairman or secretary of the commission, and the filing or recording of a subdivision plan without such approval shall be void. Before exercising the powers granted in this section, the commission shall adopt regulations covering the subdivision of land. No such regulations shall become effective until after a public hearing held in accordance with the provisions of section 8-7d of the 2008 supplement to the general statutes. Such regulations shall provide that the land to be subdivided shall be of such character that it can be used for building purposes without danger to health or the public safety, that proper provision shall be made for water, sewerage and drainage, including the upgrading of any downstream ditch, culvert or other drainage structure which, through the introduction of additional drainage due to such subdivision, becomes undersized and creates the potential for flooding on a state highway, and, in areas contiguous to brooks, rivers or other bodies of water subject to flooding, including tidal flooding, that proper provision shall be made for protective flood control measures and that the proposed streets are in harmony with existing or proposed principal thoroughfares shown in the plan of conservation and development as described in section 8-23 of the 2008 supplement to the general statutes, especially in regard to safe intersections with such thoroughfares, and so arranged and of such width, as to provide an adequate and convenient system for present and prospective traffic needs. No regulation that is inconsistent with such plan shall be effective unless the legislative body of the municipality approves such regulation. The determination of inconsistency with the plan shall be made by the commission and may not be appealed. Such regulations shall also provide that the commission may require the provision of open spaces, parks and playgrounds when, and in places, deemed proper by the planning commission, which open spaces, parks and playgrounds shall be shown on the subdivision plan. Such regulations may, with the approval of the commission, authorize the applicant to pay a fee to the

municipality or pay a fee to the municipality and transfer land to the municipality in lieu of any requirement to provide open spaces. Such payment or combination of payment and the fair market value of land transferred shall be equal to not more than ten per cent of the fair market value of the land to be subdivided prior to the approval of the subdivision. The fair market value shall be determined by an appraiser jointly selected by the commission and the applicant. A fraction of such payment the numerator of which is one and the denominator of which is the number of approved parcels in the subdivision shall be made at the time of the sale of each approved parcel of land in the subdivision and placed in a fund in accordance with the provisions of section 8-25b. The open space requirements of this section shall not apply if the transfer of all land in a subdivision of less than five parcels is to a parent, child, brother, sister, grandparent, grandchild, aunt, uncle or first cousin for no consideration, or if the subdivision is to contain affordable housing, as defined in section 8-39a, equal to twenty per cent or more of the total housing to be constructed in such subdivision. Such regulations, on and after July 1, 1985, shall provide that proper provision be made for soil erosion and sediment control pursuant to section 22a-329. Such regulations shall not impose conditions and requirements on manufactured homes having as their narrowest dimension twenty-two feet or more and built in accordance with federal manufactured home construction and safety standards or on lots containing such manufactured homes which are substantially different from conditions and requirements imposed on single-family dwellings and lots containing single-family dwellings. Such regulations shall not impose conditions and requirements on developments to be occupied by manufactured homes having as their narrowest dimension twenty-two feet or more and built in accordance with federal manufactured home construction and safety standards which are substantially different from conditions and requirements imposed on multifamily dwellings, lots containing multifamily dwellings, cluster developments or planned unit developments. The commission may also prescribe the extent to which and the manner in which streets shall be graded and improved and public utilities and

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services provided and, in lieu of the completion of such work and installations previous to the final approval of a plan, the commission may accept a bond in an amount and with surety and conditions satisfactory to it securing to the municipality the actual construction, maintenance and installation of such improvements and utilities within a period specified in the bond. Such regulations may provide, in lieu of the completion of the work and installations above referred to, previous to the final approval of a plan, for an assessment or other method whereby the municipality is put in an assured position to do such work and make such installations at the expense of the owners of the property within the subdivision. Such regulations may provide that in lieu of either the completion of the work or the furnishing of a bond as provided in this section, the commission may authorize the filing of a plan with a conditional approval endorsed thereon. Such approval shall be conditioned on (1) the actual construction, maintenance and installation of any improvements or utilities prescribed by the commission, or (2) the provision of a bond as provided in this section. Upon the occurrence of either of such events, the commission shall cause a final approval to be endorsed thereon in the manner provided by this section. Any such conditional approval shall lapse five years from the date it is granted, provided the applicant may apply for and the commission may, in its discretion, grant a renewal of such conditional approval for an additional period of five years at the end of any five-year period, except that the commission may, by regulation, provide for a shorter period of conditional approval or renewal of such approval. Any person who enters into a contract for the purchase of any lot subdivided pursuant to a conditional approval may rescind such contract by delivering a written notice of rescission to the seller not later than three days after receipt of written notice of final approval if such final approval has additional amendments or any conditions that were not included in the conditional approval and are unacceptable to the buyer. Any person, firm or corporation who, prior to such final approval, transfers title to any lot subdivided pursuant to a conditional approval shall be fined not more than one thousand dollars for each lot transferred.

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324 Nothing in this subsection shall be construed to authorize the

- 325 marketing of any lot prior to the granting of conditional approval or
- 326 renewal of such conditional approval.

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- Sec. 6. Subsection (a) of section 22a-42a of the general statutes is
- 328 repealed and the following is substituted in lieu thereof (Effective July
- 329 1, 2008, and applicable to regulations adopted on or after July 1, 2008):
- 330 (a) The inland wetlands agencies authorized in section 22a-42 shall 331 through regulation provide for (1) the manner in which the boundaries 332 of inland wetland and watercourse areas in their respective 333 municipalities shall be established and amended or changed, (2) the 334 form for an application to conduct regulated activities, (3) notice and 335 publication requirements, (4) criteria and procedures for the review of 336 applications, and (5) administration and enforcement. No regulation 337 that is inconsistent with the municipal plan of conservation and 338 development, adopted under section 8-23 of the 2008 supplement to 339 the general statutes, shall be effective unless the legislative body of the 340 municipality approves such regulation. The determination of 341 inconsistency with the plan shall be made by the planning commission 342 or combined planning and zoning commission of the municipality and 343 may not be appealed. The discretionary approval of a regulated 344 activity for a particular development or improvement to real property 345 by an inland wetlands agency shall not be construed to be a change to 346 a regulation.
 - Sec. 7. (NEW) (*Effective July 1, 2008*) Each state agency that provides state financial assistance to any development of real property under any provision of the general statutes or any public or special act, shall, to the extent authorized, allocate from such state aid an amount sufficient for pedestrian or other nonmotorized transportation improvements in connection with such property. The Secretary of the Office of Policy and Management may waive the application of this section upon a finding that the nature, scope or location of the development is not appropriate for such improvements.

This act shall take effect as follows and shall amend the following sections:		
Section 1	July 1, 2008	New section
Sec. 2	July 1, 2008	New section
Sec. 3	January 1, 2009	New section
Sec. 4	July 1, 2008, and applicable to regulations adopted on or after July 1, 2008	8-2(a)
Sec. 5	July 1, 2008, and applicable to regulations adopted on or after July 1, 2008	8-25(a)
Sec. 6	July 1, 2008, and applicable to regulations adopted on or after July 1, 2008	22a-42a(a)
Sec. 7	July 1, 2008	New section

PD Joint Favorable Subst.

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either chamber thereof for any purpose:

OFA Fiscal Note

State Impact: None

Municipal Impact: None

Explanation

The bill establishes the Responsible Growth Cabinet and appoints a variety of agencies, which results in no fiscal impact to any of these agencies.

The Out Years

State Impact: None

Municipal Impact: None

OLR Bill Analysis sSB 39

AN ACT CONCERNING RESPONSIBLE GROWTH.

SUMMARY:

The bill establishes the Responsible Growth Cabinet and specifies its membership and responsibilities, which include a review of certain "regionally significant projects." The cabinet must review these projects to determine their consistency with state growth management principles. Under the bill, these principles encourage the use of land and resources in ways that enhance the long-term quality of life for current and future state residents.

The bill makes zoning, subdivision, and inland wetland regulations that conflict with local plans of conservation and development, as determined by the local planning (or planning and zoning) commission, ineffective unless the municipality's legislative body approves the regulations.

The bill eliminates a requirement that zoning regulations be designed to avoid an undue concentration of population.

By law, zoning regulations may encourage energy-efficient development patterns, use of renewable energy, and energy conservation. They can provide incentives for developers who use passive solar techniques, e.g., using site design to maximize solar heat gain. Under current law, the incentives can include such things as higher development density limits and allowing cluster developments. The bill appears to require that, if a town adopts zoning regulations that encourage energy-efficient development patterns, use of renewable energy, and energy conservation, they must include these measures, independent of the use of passive solar techniques.

The bill requires that any real property development that receives state financial assistance under any law (including special acts) to allocate from the assistance, to the extent authorized, sufficient funds for pedestrian and other non-motorized transportation improvements in connection with the property. The bill allows the Office of Policy and management (OPM) secretary to waive this requirement upon a finding that the project's nature, scope or location is not appropriate for such improvement.

EFFECTIVE DATE: January 1, 2009 for the provisions regarding regionally significant projects, and July 1, 2008 for the remaining provisions, with the consistency provisions applying to regulations adopted on or after that date.

RESPONSIBLE GROWTH CABINET

Membership

Under the bill, the cabinet consists of the following officials or their designees: the OPM secretary; the Economic and Community Development, Environmental Protection, Agriculture, Transportation and Public Health commissioners; and the executive directors of the Connecticut Housing Finance Authority and the Connecticut Development Authority. The OPM secretary or his designee must be the cabinet's chairperson. Executive Order 15 created an interagency steering council consisting of the same officials.

Responsibilities

The bill requires the cabinet to advise the governor on policies and initiatives to implement responsible growth principles. Under the bill, these principles seek to use land and resources to enhance the long-term quality of life for citizens of the state and future generations by (1) protecting open space, farmlands, and historic sites; (2) cleaning up and reusing brownfields, (3) encouraging growth and real estate development in areas served by existing infrastructure, (4) promoting development of housing, including affordable housing, near existing highways and sewers, (5) revitalizing cities, (6) preserving the state's unique charm, (7) developing pedestrian or other non-motorized

transportation, and (8) building livable, economically strong communities while protecting natural resources.

The bill requires state agencies to refer "regionally significant developments" to the cabinet for review before the agency issues a permit for certain developments or provides them more than \$500,000 in financial assistance. These developments are construction projects that are planned to create, or a renovation or expansion project that is planned to result in, (1) more than 250,000 square feet of indoor commercial or industrial space (the Legislative Office Building has approximately 240,000 square feet of usable space), (2) more than 250 residential housing units in buildings that are less than four stories high, or (3) more than 500 parking spaces.

The cabinet may invite the developer to attend the next meeting of the cabinet to make a presentation and answer questions from cabinet members. The meeting must be open to the public and noticed like a public meeting.

Within 30 days of the meeting, the cabinet must send written comments to the developer on the consistency of the development with the principles of responsible growth. The comments may include (1) specific recommendations to strengthen the development's consistency with the principles and (2) a recommendation whether it would be in the public interest for state agencies to coordinate the review and issuance of permits for the development and, if so, whether the development should receive state financial assistance.

The comments and meeting minutes must also be sent to the regional council of elected officials, the regional council of governments, or the regional planning agency of the region affected by the development, the departments of Education and Higher Education, the Connecticut Commission on Culture and Tourism, the Office of Workforce Competitiveness, and any other state agency that the cabinet finds may be affected by, in a position to directly assist, or required to approve some aspect of the development.

These meetings, processes, agendas, and comments do not constitute a decision or approval of a state agency. Any action of the cabinet may not be appealed, and only parties described in these provisions may intervene in the meetings.

CONSISTENCY WITH LOCAL PLANS OF CONSERVATION AND DEVELOPMENT

The bill makes zoning, subdivision, and inland wetland regulations and zoning district boundaries that conflict with local plans of conservation and development, ineffective unless the municipality's legislative body approves the regulations. The local planning (or planning and zoning) commission must determine consistency. The determination is not appealable.

These provisions apply to regulations adopted on or after July 1, 2008. An inland wetlands agency's discretionary approval of a regulated activity for a particular development or improvement to real property does not count as a change to a regulation. The bill does not specify the consequences of a regulation being determined to be ineffective.

BACKGROUND

Related Bill

sHB 5324, AA Implementing the Recommendations of the Program Review and Investigations Committee Study of Regional Planning Organizations, favorably reported by the Program Review and Investigations and Planning and Development committees, requires planning and zoning commissions to notify regional planning organizations (RPOs) of applications for projects of regional significance. It requires the RPO to study the proposal and report its findings and recommendations to sending commission. The report must analyze the compliance of the project with the regional plan of conservation and development and other issues it considers critical. That bill defines such projects differently than this bill.

COMMITTEE ACTION

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Planning and Development Committee

Joint Favorable Substitute Yea 20 Nay 0 (03/12/2008)